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# United Nations Population Fund

## Country programme document for Mongolia

**Proposed indicative UNFPA assistance:** $15.1 million: $5.6 million from regular resources and $9.5 million through co-financing modalities and/or other resources, including regular resources

**Programme period:** Five years (2017-2021)

**Cycle of assistance:** Sixth

**Category per decision 2013/31:** Pink

**Proposed indicative assistance (in millions of $):**

| Strategic plan outcome areas | | Regular resources | Other resources | Total |
|---|---|---|---|---|
| Outcome 2 | Adolescents and youth | 3.1 | 6.2 | 9.3 |
| Outcome 3 | Gender equality and women's empowerment | 1.7 | 3.3 | 5.0 |
| Programme coordination and assistance | | 0.8 | - | 0.8 |
| **Total** | | 5.6 | 9.5 | 15.1 |

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Please recycle

# I. Situation analysis

1. Mongolia has experienced a considerable level of socioeconomic and political transformation since democratization in the 1990s. In 2015, the country attained upper middle-income country status, following double-digit growth in gross domestic product from 2011 to 2014, primarily attributable to progress in extractive industries and the livestock agriculture sector. The poverty rate decreased from 27.4 per cent in 2012 to 21.6 per cent in 2015; however, the Gini coefficient has remained at around 33.Mongolia is currently facing an economic downturn, putting much pressure on the State budget, particularly in the social sector, though there exist projections of economic recovery in coming years. The Government has finalized its Long-term Sustainable Development Vision, 2016-2030, based on the Sustainable Development Goals. It has always strongly supported efforts to advance the International Conference on Population and Development (ICPD) agenda at all levels. Mongolia has developed a solid capacity in data collection and statistical analysis, visible through its population census and surveys.

2. The population was estimated at 3.06 million in 2016; it is growing at 2.2 per cent annually. The total fertility rate increased steadily from 2.5 children per woman in 2003 to 3.2 in 2008, and has since remained at the current level of 3.1. The country has been successful in reducing mortality; life expectancy at birth is 65 years for men and 74 years for women. The maternal mortality ratio has decreased from 199 per 100,000 live births in 1992 to 25.9 in 2015. The population aged 15-34 years comprises 36.2 per cent of the total; the median age is 27.5 years. Urbanization has rapidly increased in the past decade, with 66.4 per cent of the population residing in urban areas. The country is at risk of earthquakes, steppe fire, cyclical droughts and extreme winter conditions called *dzud*, which severely affect the livelihood, health and protection of herder communities.

3. Mongolia achieved all health-related Millennium Development Goal targets except for tuberculosis. However, disparities persist, particularly affecting youth health. The adolescent birth rate is high (40.4 births per 1,000 women aged 15-19) as; the unmet need for family planning increased from 4.6 per cent in 2003 to 16 per cent in 2013, which is particularly high among adolescent women aged 15-19 (36.4 per cent) and women living in urban areas. Of particular concern is the abortion ratio, which rose from 169 per 1,000 live births in 2008 to 189 in 2013 (229 in urban areas and 118 in rural areas). Also notable is the syphilis incidence rate of 60.4 per 10,000 among young people aged 15-24, compared to 32 per 10,000 among those aged 25-49. While the HIV prevalence rate has been low (below 0.03 per cent) in the general population, the percentage of youth with comprehensive knowledge of HIV and AIDS is only 20.7 per cent among men and 22.8 per cent among women. At present, life skills education and comprehensive sexuality education standards or adolescent and youth-friendly health service parameters are not incorporated in national standards.

4. Mongolia has advanced gender equality and youth representation, with the gender inequality index decreasing from 0.401 in 2005 to 0.325 in 2014, placing Mongolia 63 among 155 countries. More women (27 per cent) attain tertiary education, compared to 17 per cent of men. Women are underrepresented in decision-making positions, and only 14 per cent of members of the Parliament and three out of 19 cabinet ministers are women. Women's labour force participation is only 56.6 per cent compared 69.3 per cent among men. Violence against women and girls is a serious concern. While there has yet to be a nationwide violence against women and girls prevalence study, it is reported that nearly 88.3 per cent of victims of domestic violence are women – 40 per cent are young women aged 15-34 – who are less likely to report incidents. Multi-sectoral coordination mechanisms for violence against women and girls have been established at the national level and in three provinces, but their effectiveness needs to be improved and they need to be expanded to other provinces. While the country's youth development index is higher than the global

average, the country scored lower in political and civil participation. Nearly 60 per cent of youth are disillusioned about politics, although an encouraging 46 per cent participated in the last elections. Since 44 per cent of youth aged 15-34 uses the Internet, online networks and social media present an opportunity for greater youth participation.

## II. Past cooperation and lessons learned

5. Through the previous country programme, UNFPA contributed to: (a) increased equitable access to and utilization of good quality sexual and reproductive health services, with a focus on the disadvantaged; (b) increased capacity of central and local governments for evidence-based planning and budgeting and results-based monitoring and evaluation; (c) strengthened capacity to implement the gender equality law and to mainstream gender in policies and programmes; and (d) strengthened life skills for positive, responsible and self-reliant behaviour among youth.

6. The 2014 midterm review and the annual country programme reviews highlighted the following lessons learned: (a) shifting the programme focus to upstream interventions in support of the Parliament, key ministries and civil society organizations can better respond to the country's needs by creating an enabling policy environment to address youth and gender issues; (b) UNFPA upstream support is most effective with evidence-based advocacy, communication, technical and advisory services, and policy dialogue with national partners; (c) innovations such as telemedicine have proven effective in reducing maternal mortality and morbidity, because they fully take into account the country's unique context of a vast territory and a dispersed population; (d) given the country's upper middle-income country status, partnerships with the private sector and civil society organizations could result in cost-effective and strategic results and sustainability; (e) programmes targeting vulnerable populations, including adolescents, youth and women, are more effective when beneficiaries participate and sufficient funding is allocated; and (f) joint efforts with United Nations organizations, including on the Long-term Sustainable Development Vision, resulted in coordinated support to national partners.

7. The country programme achievements resulted from the flexible transition to upstream, policy and advocacy engagement, and UNFPA facilitation of national dialogue for policy interventions. It also actively engaged with private sector partners for the first time, taking advantage of the country's rapid economic growth. While Mongolia made considerable progress in improving maternal and newborn health, statistics and gender equality, there are still gaps, mainly in sexual and reproductive health of youth, youth empowerment and violence against women and girls.

## III. Proposed programme

8. The proposed programme is in alignment with the Long-term Sustainable Development Vision, 2016-2030, and contributes to two outcomes of the United Nations Development Assistance Framework (UNDAF), 2017-2021. Incorporating the lessons learned from the reviews of the previous cycle, the proposed programme was developed together with the UNDAF, in close consultation with the Government, civil society organizations, and United Nations and other partners. UNFPA will engage national stakeholders, international partners and target populations, especially youth and women, in programme design and implementation.

9. The programme is grounded in the principles of the ICPD and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), and aligned with the country's Sustainable Development Goals, focusing on youth sexual and reproductive health, youth participation and gender equality. It will support the Government's efforts, at regional and international levels, to advance such international instruments. It will be implemented based on rights-based approaches to programming, safeguarding human rights.

10. Continuing its efforts in fostering private-sector partnerships, the new programme will maximize the role of UNFPA as a trusted broker for national dialogue and development, with special emphasis on vulnerable populations. Humanitarian interventions will be mainstreamed for the two programme outcome areas, coordinated through the United Nations humanitarian country team framework.

## A. Outcome 2: Adolescents and youth

11. Output 1: Enabling policy and regulatory environment is enhanced for adolescents and youth to benefit from quality sexual and reproductive health services. UNFPA will and provide technical support and advocate for improving adolescent and youth-friendly sexual and reproductive health services based on international best practices. The state policy on health, the state policy on youth, the national reproductive health programme, the national programme on youth development, and the national adolescent youth-friendly health services sub-programme will all adequately reflect adolescent sexual and reproductive health needs. UNFPA will work with the Ministry of Health and Sports, the Ministry of Finance, and the Parliament, including the Parliamentary Budget Committee, to ensure sufficient state budget allocation for sexual and reproductive health services for adolescents and youth. UNFPA will continue to advocate for user-friendly and rights-based sexual and reproductive health services with qualified human resources, appropriate supervision and monitoring and evaluation systems to ensure the reduction of unwanted pregnancies and the prevalence of sexually transmitted infections.

12. UNFPA-supported advocacy will focus on: (a) increasing diversity and coverage of the national health insurance for adolescents and youth; (b) enhancing the standards of sexual and reproductive health and violence against women and girls services through the revision of pre-service curricula of midwives; (c) ensuring rights-based national programmes for the prevention and management of sexually transmitted infections, reproductive health commodity security and family planning are adequately funded and implemented with state accountability; and (d) formulating standard operating procedures for adolescent and youth-friendly health services.

13. Output 2: Improved policy environment for the design and implementation of life-skills education and comprehensive sexuality education programmes based on human rights and gender equality. UNFPA advocacy efforts aim to encourage formulation and approval of gender-responsive life-skills education and comprehensive sexuality education standards for secondary and tertiary schools, technical and vocational education centres, and life-long education centres. UNFPA will also advocate for government funding of youth development, including youth development centres established during the previous country programme, specifically to reach marginalized out-of-school adolescents and youth. Technical assistance will be provided to the Ministry of Health and Sports, the Ministry of Education, Culture and Science and civil society organizations to include life-skills education and comprehensive sexuality education in teacher training. UNFPA technical support will also target school doctors to provide sexual and reproductive health services to in-school students to increase youth access to such services.

14. Output 3: National platforms for youth participation are strengthened and expanded to ensure the voice of adolescents and youth, particularly girls, in national laws, policies and programmes. In collaboration with the Ministry of Population Development and Social Protection, line ministries, youth civil society organizations and development partners, UNFPA will support the establishment of formal mechanisms to promote youth participation in policy and decision making at national and sub-national levels. Earlier efforts to create a national-level discussion fora between the Ministry of Population Development and Social Protection and youth representatives will be further strengthened and expanded at the subnational level to ensure the voice of youth, particularly that of girls, is adequately reflected in public policies and decision-making. Such dialogue mechanisms can include

annual youth fora, regular discussions or online platforms. UNFPA will support the effective functioning of the National Committee on Youth Development and its local chapters.

15. UNFPA will provide support to national institutions as duty bearers to create and maintain the structures necessary to empower adolescents and youth and reflect their voices, particularly marginalized youth, in evidence-based and gender-responsive policies and programmes. It will also centre its efforts on developing the appropriate life skills and competencies of adolescents and youth, as rights holders, for policy analysis, negotiations and advocacy for increased public investment.

## B. Outcome 3: Gender equality and women's empowerment

16. Output 4: National protection systems are strengthened to address violence against women and girls, and realize their sexual and reproductive health and rights, including in humanitarian settings. UNFPA will work with the National Committee on Gender Equality, the Ministry of Population Development and Social Protection, line ministries, Parliament, including the Parliamentary Women's Caucus and the Parliamentary Social Committee, civil society organizations and development partners to focus on: (a) sufficient state budget allocation and effective implementation of laws and policies, including the revised law on domestic violence; (b) effective monitoring and accountability for the national protection systems to deliver on obligations, including under CEDAW and the Universal Periodic Review, in order to advance sexual and reproductive health and rights, and prevent and respond to violence against women and girls, including in emergency situations; and (c) the collection, analysis and dissemination of data on violence against women and girls, and advocacy for its use in policy and decision-making.

17. Output 5: Multisectoral coordination and response are enhanced to prevent and respond to violence against women and girls. UNFPA will provide technical and financial support for the establishment and effective functioning of multi-sectoral coordination mechanism at national and sub-national levels, in line with the global essential service package for women and girls subject to violence. It will support national efforts to institutionalize existing and newly established one-stop service centres for victims of violence to ensure their effective functioning and sustainability.

# IV. Programme management, monitoring and evaluation

18. The Government, through the Ministry of Foreign Affairs as the coordinating entity, and UNFPA will be jointly responsible for coordinating the implementation of the country programme. It will be implemented using national and direct execution modalities, particularly for upstream interventions. UNFPA will select implementing partners based on their strategic role in upstream support and their capacity for high-quality implementation. UNFPA will apply a results-based management approach for country programme planning, implementation, monitoring and evaluation in accordance with UNFPA guidelines and procedures. A country programme evaluation will take place in 2020.

19. UNFPA will foster strategic partnerships with national and local government entities, Parliament, civil society, the private sector, the media and international partners. UNFPA will continue to closely coordinate its programme with other United Nations organizations, and actively participate in joint activities, theme groups and working group meetings as articulated in the UNDAF. Resource mobilization and partnership strategies, as well as advocacy and communication strategies, have been developed together with strategic partners to leverage additional resources, with full consideration for the upper middle-income country status of Mongolia.

20. The country office includes staff funded through the institutional budget to perform management and evaluation functions. UNFPA will allocate programme resources for staff assigned to provide policy and technical expertise. The programme focus on upstream work will require appropriate staff skills and competencies to deliver the programme. UNFPA headquarters, the Regional Office for Asia and the Pacific and external partners will provide additional technical and policy support.

## RESULTS AND RESOURCES FRAMEWORK FOR MONGOLIA (2017-2021)

**National priority:** Sustainable social development.
**UNDAF outcomes:** By 2021, poor and marginalized populations benefit from better social protection, including increased utilization of quality and equitable basic social services; by 2021, governing institutions are more responsive and accountable to citizens, while ensuring effective participation of young people and realization of the rights of the poor and marginalized.
**Indicators:** Percentage of women with at least six antenatal visits (*Baseline: 83.8%; Target: 90%*); Syphilis incident rate for ages 15-24 (*Baseline: 60.4; Target: 30*); Adolescent birth rate (*Baseline: 40.4; Target: 36*); Youth Development Index (*Baseline: 0.205 political participation and 0.219 civil participation; Target: 20% reduction*)

| UNFPA strategic plan outcome | *Country programme outputs* | *Output indicators, baselines and targets* | Partners | *Indicative resources* |
|---|---|---|---|---|
| **Outcome 2: Adolescents and youth** Increased priority on adolescents, especially on very young adolescent girls, in national development policies and programmes, particularly increased availability of comprehensive sexuality education and sexual and reproductive health<br><br>Outcome indicators:<br>• Number of new laws, policies and programmes that promote adolescent and youth (regardless of marital status) access to sexual and reproductive health services. *Baseline: 0; Target: 5*<br><br>Sustainable Development Goal indicators:<br>• Need for modern contraceptives satisfied for age group 15-24 years *Baseline: 71.9 (52.2 for 15-19 years; 73.4 for 20-24 years); Target: 80 (75 for 15-19 years; 85 for 20-24 years)*<br>• Adolescent birth rate *Baseline: 40.4 per 1,000; Target: 36 per 1,000*<br>• Maternal mortality ratio *Baseline: 25.9 per 100,000 live births; Target: 15 per 100,000 live births* | Output 1: Enabling policy and regulatory environment is enhanced for adolescents and youth to benefit from quality sexual and reproductive health services | • Percentage of government budget for sexual and reproductive health services allocated for related adolescent and youth services *Baseline: 29%; Target: 10% increase*<br>• Number of approved standard operating procedures and standards that include adolescent and youth-friendly sexual and reproductive health elements according to international standards *Baseline: 0; Target: 4* | Parliament; Ministries of: Finance; Health and Sports; Population Development and Social Protection; National Standardization and Measurement Agency; World Health Organization (WHO); UNICEF | $4.6 million ($1.6 million from regular resources and $3.0 million from other resources) |
| | Output 2: Policy environment is improved for the design and implementation of life skills education and comprehensive sexuality education programmes based on human rights and gender equality | • Level of life skills education and comprehensive sexuality education coverage in educational standards and teaching guidelines for secondary and tertiary schools, vocational schools and life-long education centres *Baseline: None; Target: Fully captured in new national education standards and guidelines*<br>• Number of youth development centres providing life skills education and comprehensive sexuality education fully funded by the Government *Baseline: 0; Target: 16* | Ministries of: Education, Culture and Science; Finance; Population Development and Social Protection; Labour; UNICEF, WHO | $2.9 million ($0.9 million from regular resources and $2.0 million from other resources) |
| | Output 3: National platforms for youth participation are strengthened and expanded to ensure the voice of adolescents and youth, especially girls, in national laws, policies, and programmes | • Percentage of government budget allocated for youth policies and programmes *Baseline: Value based on costing exercise in 2016; Target: Increase by 15% from 2016 level*<br>• Number of participatory platforms advocating for evidence-based youth policies and programmes and increased investments in young people *Baseline: 1 (2016); Target: 3* | Ministries of: Finance; Population Development and Social Protection; Parliament, National Committee on Youth Development; youth civil society organizations, UNDP, UN-Volunteers | $1.8 million ($0.6 million from regular resources and $1.2 million from other resources) |

**National priority:** Governance of sustainable development.
**UNDAF Outcome:** By 2021, governing institutions are more responsive and accountable to citizens, while ensuring effective participation of young people and realization of the rights of the poor and marginalized.
**Indicators:** Level of Universal Periodic Review recommendation compliance (*Baseline: 160 of 164 accepted; Target: 152 implemented*); Presence of legal and policy framework for disadvantaged (*Baseline: domestic violence law and youth policy under consideration; Target: both approved and implemented*); Violence against women and girls prevalence rate (*Baseline: TBD, violence against women and girls study to be conducted in 2016; Target: 30% reduction*)

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|---|---|---|---|---|
| **Outcome 3: Gender equality and women's empowerment**<br>Advanced gender equality, women's and girls' empowerment, and reproductive rights, including for the most vulnerable and marginalized women, adolescents and youth<br>Outcome indicator(s):<br>• Proportion of actions taken on all of the Universal Periodic Review and CEDAW accepted recommendations on sexual and reproductive rights and violence against women and girls from the previous reporting cycle. *Baseline: 14.7%; Target: 95%*<br>• Percentage of women aged 15-49 years who think that a husband/partner is justified in hitting or beating his wife/partner under certain circumstances | Output 1: National protection systems are strengthened to address violence against women and girls realizing their sexual and reproductive health and rights, including in humanitarian settings | • Number of approved standard operating procedures and national guidelines on domestic violence and related laws which are supported by data and evidence<br>*Baseline: 0; Target: 6* | National Committee on Gender Equality; Ministries of: Population Development and Social Protection; Health and Sports; Justice; National Registration and Statistical Office; gender civil society organizations; National Human Rights Commission; Asian Development Bank | $5.0 million ($1.7 million from regular resources and $3.3 million from other resources)<br><br>Total for programme coordination and assistance: $0.8 million from regular resources |
| | Output 2: Multisectoral coordination and response are enhanced to prevent and respond to violence against women and girls | • Number of national and subnational violence against women and girls/domestic violence multi-sectoral coordination committees that are established and effectively functioning<br>*Baseline: 3 (2016); Target: 13 (12 subnational, 1 national)* | | |